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ABSTRACT

The Concerted Services in Training and Education (CSTE) program was designed at the federal level to coordinate the resources of all appropriate federal and state agencies in rural development. The pilot Arkansas program focused on the problems of a rural outmigration area characterized by low income, underemployment, and lack of industry. Evaluation of this program was made from both analysis of the changes in the area's socioeconomic profile, and extensive reports derived from interviews, discussions, and questionnaires given to community leaders, trainees, graduates, and a control group. This evaluation rates the Arkansas CSTE program in terms of its performance of four functions: research to identify available opportunities, coordination between public and private manpower programs, vocational training, and development. Although the program was found to be generally successful, areas for improvement were discovered. In particular, more care should be given to preparing trainees for fields in which there are vacancies. Related documents in this issue are VT 011 403-404 and VT 011 474-475. (BH)

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CONCERTED SERVICES IN ARKANSAS: AN EVALUATION OF DEVELOPMENTAL CHANGE

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Center Research and Development Report No. 6

CENTER FOR OCCUPATIONAL EDUCATION

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH
1969

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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CONCERTED SERVICES IN ARKANSAS:

AN EVALUATION OF DEVELOPMENTAL CHANGE

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The research reported herein was performed pursuant to a contract with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

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Center Research and Development Report No. 6

CENTER FOR OCCUPATIONAL EDUCATION

North Carolina State University at Raleigh

1969

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PREFACE

For over two years representatives of five universities and several disciplines have assisted in the evaluation of Concerted Services in Training and Education (CSTE). In order to maintain a degree of comparability of data, the evaluation team early agreed upon the utilization of a single research design, identical research instruments, similar investigative techniques, and a basic format for reporting the findings. Within these broad constraints, however, each state report was to stand as an autonomous research effort.

The Center now takes pleasure in publishing the Arkansas Final Report which is one product of this overall strategy. The Arkansas evaluation team has generously cooperated in the larger research effort; their unique experiences in the field have enabled them to contribute a great many valuable insights. We hope that this study will prove useful, not only to the CSTE staff and administrators, but to the larger audience of those who are interested in social change.

The staff members of the evaluation team are:

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We gratefully acknowledge the splendid effort put forth by these researchers. A note of appreciation is also expressed to the Interdepartmental Task Force and other staff members of Concerted Services for their aid during the evaluation.

B. Eugene Griessman
Project Director

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THE NATURE AND PURPOSE OF THE CSTE PROGRAM

On October 16, 1963, President John F. Kennedy issued Executive Order 11122, creating the Rural Development Committee (RDC). The purpose of this committee, broadly stated, was to "provide leadership and uniform policy guidance to the several federal departments and agencies responsible for rural development program functions and related activities . . . ."[1] The members of the Rural Development Committee were ex-officio cabinet officers, including the Secretary of Agriculture as Chairman; the Secretary of Commerce; the Secretary of Health, Education and Welfare, the Secretary of Labor; the Secretary of the Treasury; the Housing and Home Finance Administrator; and the Administrator of the Small Business Administration.

The problem which had inspired President Kennedy's order was the substantial number of families--farm and nonfarm--living in rural areas who had not shared equitably in the economic and social progress of the nation. The rationale for the order was that the Federal government working in cooperation with state and local governments, private agencies, and individuals could better the lot of the nation's low-income rural people by identifying their needs and providing appropriate assistance. It was conceived that a series of concerted actions both to identify the needs of, and provide assistance to, the rural poor would contribute greatly to national progress and well-being.

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[1] Executive Order 11122, Office of the White House Press Secretary, The White House, October 17, 1963.

The RDC, at its first meeting (November 7, 1963), established an interdepartmental staff group to identify problems and develop recommendations for the committee to consider. This staff group collected evidence, relating to both the number and the plight of rural people which was presented at the second meeting (May 20, 1964) at the RDC. In light of the findings and recommendations of the staff group, the RDC proposed that a task force be formed to explore the feasibility of developing concerted service projects in three selected rural areas. These projects were to be designed to make use of the combined resources of all appropriate federal departments and agencies, including their respective cooperating state agencies. The idea was that such pilot projects would (a) provide an opportunity to evaluate the feasibility and effectiveness of a concerted approach to solving the training and other needs of rural people and (b) lead to the discovery and development of ways and means of improving the operation of the various programs.

The task force was appointed and the following objectives set:

1. Identify three representative rural communities where economic and social conditions are substandard and occupational education programs inadequate.

2. Explore with appropriate agencies in the states in which these communities are located the possibility of conducting concerted service projects primarily addressed to the occupational education needs of the people.

3. Provide the leadership and guidance needed in planning, initiating, conducting, and evaluating such concerted service projects in the three representative communities.

4. Assist in interpreting and disseminating relevant information on the demonstration projects and in implementing comparable projects in other rural communities.

The task force developed six major objectives for the concerted service projects as they were to be conducted in the three pilot areas. These objectives form the organizational basis of this evaluation report.

The Concerted Services in Training and Education project objectives were:

1. Develop general operational patterns for concentrating all of the available, emerging and necessary agencies and resources on the occupational education problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the three communities.

2. Identify existing and potential employment opportunities as occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational guidance, and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic educational skills, improving general conditions of health and correcting physical conditions, improving

appearance and personal characteristics, providing vocational counseling, developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

Several guidelines for implementing concerted service projects were formulated. In summary form, the work for the projects was to proceed in the following order:

1. Select locations for the Concerted Services project.
2. Secure the cooperation of state and community organizations.
3. Establish a mobile service team to assist project staffs in carrying out programs.
4. Establish and conduct programs.
5. Evaluate the program.
6. Interpret and disseminate results of Concerted Services projects.
7. Duplicate the project.

These guidelines and the following list of government agencies which could provide services in a cooperative effort indicate that the Concerted

Services in Training and Education (CSTE) project was an ambitious undertaking. The RDC envisioned that the following agencies or organizations in various departments of state of the Federal government would be involved in the program.

Department	Agency or Organization
Labor	Apprenticeship and Training
	Labor Standards
	Solicitor
	Women's Bureau
	Veteran's Reemployment Rights
	Labor Management Relations
	Wage, Hour and Public Contracts
Health, Education, and Welfare	Public Health Service
	Social Security Administration
	Vocational Rehabilitation Administration
Commerce	Business and Defense Services Administration
	Public Roads
	Bureau of Standards (Institute for Applied Technology)
Agriculture	Farmer Cooperative Service
	Farmers Home Administration
	Rural Electrification Administration
	Marketing and Consumer Services
	Agricultural Economics
	Agricultural Stabilization and Conservation Services
	Forest Service
	Soil Conservation Service
	Agricultural Research Service
	Cooperative State Research Service
	National Agricultural Library
Small Business Administration	Office of Business Advisory Services
	Office of Development Companies
	Office of Economic Advisor
	Office of Financial Services
	Office of Investment Assistance
	Office of Loan Administration
	Office of Loan Appraisal
	Office of Loan Processing
	Office of Management Development
	Office of Production Facilities
	Office of Public Information

Department	Agency or Organization
Housing and Home Finance Agency	Community Facilities Administration Urban Renewal Administration Voluntary Home Mortgage Credit Program Federal Housing Administration Public Housing Administration Federal National Mortgage Association

In essence, the CSTE project was conceived to lessen the deleterious effects of technological developments on rural communities. The rapid change in the United States from a basic agrarian economy to a sophisticated agribusiness and industrial economy left rural people with inadequate resources to compete in an emerging mass society. These problems of the times are the ones to which the program outlined above and evaluated in this report were addressed.

THE SELECTION OF ST. FRANCIS COUNTY, ARKANSAS AS A PILOT COUNTY

The task force set up by the Rural Development Committee to implement the CSTE program recommended that a "project coordinating committee" be established. This committee was to provide program direction and action for the CSTE program and was to be made up of a staff member and deputy from each of the involved agencies in each of the departments of state represented on the RDC. The work of the Coordinating Committee was scheduled to begin as soon as the primary agencies represented on the RDC developed a list of at least ten states in which a concerted services project could best be conducted.

The Coordinating Committee was duly organized and proceeded to carry out its assignment to select project counties. After applying the criteria, factors and procedures given them (see Appendix A), the members of this committee recommended the following states and counties:

New Mexico	1. Mora
	2. McKinley
	3. Taos
Arkansas	1. Phillips
	2. Cross
	3. Desha
Minnesota	1. Redwood
	2. Beltrami
	3. Otter Tail

In each of the above states, the governors were contacted by Secretary Orville Freemen, as chairman of the Rural Development Committee, and asked whether they would be interested in participating in a joint concerted service training project. The response from the governors was favorable in all three states. A small task force representing the federal agencies met separately with a task force appointed by the governor of each of the selected states. Following these meetings, the state task forces made their recommendations of the counties that should be selected.

The subcommittee to select the county in Arkansas convened on June 18, 1965. Available statistical data relative to sixteen rural, low-income counties were examined at this meeting. After discussion, the committee felt the criteria set up by the Federal government left too little choice as to which county to recommend. This feeling was transmitted to the national task force executive secretary, Rural Community Development Service, who indicated in a telephone conversation that the criteria for the selection of the project county was to be used as a guide and the committee was to feel free in its recommendations of the counties to be considered. This opened the door for reconsideration of possible project counties.

The committee again reviewed the list of possible counties in Arkansas. On the basis of a discussion of the activities of the different agencies in the various counties, and the criteria as established by the RDC, they recommended St. Francis, Desha, and Lee Counties in that order.

The next step was to secure the necessary approval and cooperation of St. Francis County officials. To this end, a meeting was scheduled for July 14, 1965 in Forrest City, St. Francis County, Arkansas. Representatives of the county, state, and Federal government were invited to the meeting to discuss the objectives of the project and to consider the possibilities of St. Francis County participating as a pilot county in the CSTE effort.

The minutes of the meeting indicated that reaction to the program, as presented, was somewhat divided. With the exception of several large farmers, it was generally felt that the CSTE program would be an asset to the county and community. The reactions of these farmers were related to historical problems and to fear of further encroachment by the Federal government on local autonomy. This meeting ended with a strong show of interest and with an indication that local sentiment would be further explored.

During the next few days, community influentials succeeded in allaying the fears of those doubting the value of the program with a thorough exploration of its purposes. On July 20, 1965, a letter was sent to the executive secretary of the RDC task force informing him of the willingness of St. Francis County people to participate in the CSTE program.

Characteristics of St. Francis County

St. Francis County is a rural, east-central Arkansas county with an area of 635 square miles. Its economy, until recently, was based on agriculture, primarily cotton. Forrest City, the county seat, is a town of 13,000 inhabitants which serves the surrounding trade area. (Here it may be noted that an exception was made to the guidelines established by the RDC relative to the size of the largest town in pilot counties.)

In 1960, thirty-one percent of the 33,303 residents of St. Francis County were reported by the United States Bureau of the Census to be living in urban areas. More than half of the people in the county, 56.7 percent, were nonwhite.

The University of Arkansas Bureau of Business Research estimated that the population of the county had grown to 33,371 persons by 1967. A natural increase of 5,838 was offset by a net migration loss of 5,770 from 1960 to 1967. Also during this period there was an increase in total consumer spendable income and per-household spendable income, increasing respectively from $37,046,000 to $47,341,000 and from $4,298 to $5,237.

The per capita income in the county was a low $960 in 1960. (See Table I.) Interestingly, the income per person increased 61.5 percent from 1960 to 1966. This change was accompanied by a 67.4 percent jump in total retail sales, from 23.9 million in 1960 to 40.0 million in 1967.

TABLE I

TOTAL RETAIL SALES AND PER CAPITA INCOME PER YEAR
ST. FRANCIS COUNTY

Year	Per Capita Income	Total Retail Sales
1960	$ 962	$ 23,900,000
1963	N.A.	29,600,000
1964	1,319	N.A.
1965	1,382	36,500,000
1966	1,554 (est.)	35,800,000
1967	N.A.	40,000,000

Est. = estimate
N.A. = not available
Source: Bureau of Business Research, University of Arkansas
Fayetteville, Arkansas

The total civilian labor force in St. Francis County has increased slightly within recent years. Of interest here is not the increase _per se_, but evident change in the ratio of agricultural employees to non-agricultural employees. This information is presented in Table II.

The number of hiring units in St. Francis County increased from 526 in 1964 to 566 in 1968. (See Table III) The net increase of 40 hiring units is of less significance than the fact that only two were manufacturing plants. The number of manufacturing plants increased from 29 to 31, but the number employed by these plants increased from

TABLE II

CIVILIAN LABOR FORCE BY YEAR, ST. FRANCIS COUNTY

	1965	1966	1967	Percent Change 1967-66
Total Civilian Labor Force	10,775	10,775	11,300	4.9
Unemployment	400	425	575	43.8
Unemployment Rate	3.7	3.9	5.1	
Employment	10,375	10,350	10,725	3.4
Agriculture	2,175	1,675	1,750	-19.5
Non-agriculture	8,200	8,675	8,975	9.5
Domestic Service, Self-employment, and Unpaid Family Workers	2,225	2,075	2,075	-6.7
Wage and Salary	5,975	6,600	6,900	15.5
Manufacturing	2,325	2,775	2,950	26.9
Non-manufacturing	3,650	3,825	3,950	8.2

Source: Employment Security Office Records, Forrest City, Arkansas

1,436 to 2,739, a net increase of 1,302. In contrast, the number of non-manufacturing hiring units increased from 497 to 535, a net increase of 38, but manifested an increase of only 91 in total employment, from 2,350 to 2,441. These data, taken with the decrease in agricultural employment indicated in Table II, show that agricultural workers leaving the farm and individuals entering the labor market for the first time were finding industrial rather than non-industrial employment.

The 1960 census indicated that 28.7 percent of the persons 25 years and older in St. Francis County had completed less than five years of formal schooling. Only 19 percent had attained at least a high school

TABLE III

EMPLOYMENT AND TOTAL PAYROLLS, BY TYPE, BY PERIOD, BY YEAR, 1964-1968, ST. FRANCIS COUNTY

Year	Total	Type of Hiring Unit	
		Manufacturing	Nonmanufacturing
1964			
Number of employing units (March	526	29	497
Employment (March	3,786	1,436	2,350
Total Payroll (January-March)	$3,177,812	$1,303,174	$1,874,638
1965			
Number of employing units (March)	528	27	501
Employment (March)	4,630	2,220	2,410
Total Payroll (January-March)	$3,936,637	$1,973,967	$1,962,670
1966			
Number of employing units (March)	531	29	502
Employment (March)	4,910	2,639	2,271
Total Payroll (January-March)	$4,399,230	$2,474,665	$1,924,565
1967			
Number of employing units (March)	548	32	516
Employment (March)	5,635	3,144	2,481
Total Payroll (January-March)	$5,435,113	$3,206,632	$2,228,481
1968			
Number of employing units	566	31	535
Employment (March	5,179	2,738	2,441
Total Payroll (January-March)	$5,460,154	$3,007,155	$2,452,999

Source: Arkansas Employment and Payrolls, First Quarter by Year, 1964-68; Employment Security Division Department of Labor, Little Rock, Arkansas diploma. The median number of school years completed by persons 25 years of age and older in the county was 7.7 years.

St. Francis County is divided into five school districts. The total enrollment of school children was 10,089 for the 1967-68 session. This represented a drop of 753 students since 1963-64. There has not been a racial enumeration of students since 1965-66, however, at that time total enrollment was 10,879, 59 percent of whom were Negro. Enrollment during the period between the 1963-64 and 1965-66 school years increased by only 37 students (10,842 to 10,879); the nonwhite enrollment decreased by 105, whereas the white enrollment increased by 142 students.

School attendance is mandatory in Arkansas through 16 years of age or completion of the tenth grade. The number of twelfth grade students (480) during the 1966-67 school term represented 71 percent of the number enrolled in the tenth grade (679) during the 1964-65 school term. Ninety percent (431) of the senior class in 1966-67 graduated from high school. This number represented 63 percent of the number present in the tenth grade (679) during the 1964-65 school year. Ninety percent (486) of the senior class in 1967-68 graduated representing 79 percent of the number in the tenth grade (618) during the 1965-66 school year. These data indicate a relatively high drop-out rate, but do show that the holding power of the county high schools is increasing.

County school officials describe the turnover rate of teachers as a problem. The average salary of teachers with the B.S. or B.A. degree increased from $3,914 during the 1964-65 school term to $5,307 during the 1967-68 school term, but this is still low by national standards.

The number of vocational teachers and guidance personnel decreased from 19 to 16 during the period between 1964-65 and 1967-68, although the total number of high school teachers increased from 324 to 351 for the same period.

It is obvious, even from this brief description, that St. Francis County represents a relatively depressed rural area. In this sense it was a suitable selection for participation in the CSTE program, as nearly all criteria for the proposed pilot counties were met.

The Selection of a Project Coordinator and the Initiation of the CSTE Program

The first step in the implementation of the CSTE program was the selection of a program coordinator. Allowance had been made in allocation of resources at the federal level for this and two other full-time positions.

An official of the Forrest City Employment Security Division office (ESD) was contacted by a representative of the state ESD office relative to the selection of the coordinator. The local ESD official expressed the feeling that the decision should be made in counsel with a certain community leader. This leader was approached and, as a result, a two-man committee was formed to select a coordinator subject to state task force approval. This committee approached Mr. Edgar Henderson, offered him the position, and he accepted. (See Appendix B for a statement of his qualifications.)

A training program was held in Washington, D. C., September 9-15, 1965, for the coordinators of the three CSTE programs. At this meeting, the coordinators were made aware of the origin and background of CSTE and were briefed by representatives of the various agencies composing the Rural Community Development Committee. Henderson returned to Arkansas on September 16, and on September 17, 1965, his appointment as director of St. Francis County's "pilot job-training project" was announced in the local paper in Forrest City, Arkansas.

A history of the CSTE program in St. Francis County would be incomplete without a description of the replacement of the first coordinator after two and one-half years of service.

The procedure followed in appointing the original coordinator was not followed in replacing him. An assistant director to Henderson, Mr. Dwayne Couchman, was appointed December 1, 1967. (See Appendix C for biographical data on Couchman.) Couchman had been planning director for the Community Action Agency (CAA) in Forrest City. In this capacity, he had worked in close cooperation with Henderson and had a general knowledge of the workings of the CSTE program.

When Henderson was offered a substantially better position, he submitted his resignation, effective in June 1968, to the federal task force executive secretary in Washington. At that time he recommended Couchman as his replacement. It was decided after discussion in Washington, that Mr. Henderson would return to St. Francis County, inform interested persons of his decision and suggest that they contact the executive secretary of the RDC, recommending Couchman for the position. This was done and constituted, in a _de facto_ sense, decision-making on the community level, although the inspiration came from Washington.

The official beginning of the CSTE program in Arkansas can be set as September 10, 1965. Activities carried out by the director and his assistant are documented later in this report. However, it may be pointed out that the program was expanded outside the county after its benefits became known.

Interested persons in Cross and Lee Counties requested the services of the CSTE coordinator in 1967. In view of these requests, the coordinator contacted representatives of the federal and state task forces. In August 1968, the federal task force executive secretary traveled to the area and met with interested persons and community leaders from Cross and Lee Counties. As a result of these meetings, the CSTE program was officially expanded in August 1968 to include these counties.

GUIDELINES AND PROCEDURES FOR THE EVALUATION OF THE CONCERTED SERVICES IN TRAINING AND EDUCATION PROGRAMS IN ST. FRANCIS COUNTY, ARKANSAS

The nature of the Concerted Services in Training and Education program as envisioned has already been described. In essence, this program was initiated on a pilot basis to test an innovative procedure designed to increase the efficiency of the operation of Federal government and cooperating state and local agencies responsible for various rural development programs. The notion behind this experiment was that greater efficiency in the use of limited resources could be achieved if all locally based agencies acted in coordination. The goals of the CSTE program were implemented by the employment of a special county coordinator who served as a liaison person in coordinating the activities of various agencies and groups in the interest of need programs. The report which follows is an evaluation of the operation of this pilot program in St. Francis County, Arkansas. It covers the period September 1965 to August 1968. This section of the report has been prepared to acquaint the reader with the conceptual frame of reference within which the evaluation was made, and the procedures which were followed in making the evaluation.

Basic Guidelines for the Evaluation

It behooves those charged with the evaluation of a major action program to proceed on the basis of certain basic guidelines. The guidelines followed for the present study are listed below. They provided the evaluators with a general perspective from which to approach their work.

First, the St. Francis County CSTE evaluation team conceived that their evaluation must: (1) be conducted over a period of time including the better part of a year; (2) proceed by having a member of the evaluation team stationed in the county during the course of the evaluation to serve as an observer and to collect information relevant to the evaluation; (3) include special inquiries and surveys to determine the effectiveness of CSTE at various levels of the operation. The evaluation of the CSTE program in St. Francis County was conducted according to the above design.

The second guideline used by the evaluation team was that their charge was quite specific and, as a consequence, their efforts should reflect the specific purpose designated. Sometimes it is possible to lose sight of the objective of an evaluation. For example, in the evaluation of a program related to rural people and communities, it would be easy for the evaluator to address himself to the overall problem of whether or not rural communities will survive in an emerging mass society. However, his task is not to cope with the greater problem of societal change. Rather it is to evaluate a specific program within the community. In other words, the charge here was simply to determine the net effects of the CSTE program over a period of time.

The third guideline was that the evaluation must be done within the context of change. This operational approach was not in contradiction to the second guideline. It simply noted that cognizance should be taken of change in the evaluation of a specific program. Every community, every organization, and every group is constantly undergoing change. The question for an evaluation is thus not whether there will be change, but what is the direction and rate of change and how will the change affect the behavior of those relevant to the evaluation. An evaluation of developmental change is concerned with the effects directly attributable to the program under study and not to those changes that occur in the normal course of events. With regard to the CSTE program, it is *apropos* to note that the agricultural sector of our society, wherever it may be, is presently undergoing a quite dramatic transition. Therefore, those who would undertake to work with rural people and understand rural life must comprehend that change is inherent in their assignments.

A fourth working guideline was that all social action takes place within the context of social systems. There are numerous social systems which can be recognized as of immediate significance to the CSTE program. First, there is the county system within which the program is functioning. Then, there are all of the various government agency systems which have particularly relevant programs and which must be coordinated. If one is to carry out a program of social action efficiently, one must be cognizant of these systems and have acquaintance with the characteristics of operation of each. Each one has unique characteristics, such as a power structure, goals and functions, and location.

Specific Perspectives for the Evaluation

These guidelines formed a background for the evaluation. The several factors to be presented below constituted a more specific perspective for the evaluation strategy.

First, the objectives of the program made it clear that attempts had to be made to bring about some adjustments in the operational procedures of government programs. This meant that the local coordinator of the program must perform as a change agent, whose charge was to increase the efficiency of each welfare and aid program through the promotion of cooperative effort between and among all agencies sponsoring programs within a community. The magnitude of the task can be envisioned when one contemplates the several social systems (as listed in the four guidelines) which must be involved and somehow molded into a cohesive action system for change.

The second specific conceptual notion was that the coordinator of CSTE must operate in such a way that his role would serve as an interstitial link between the agencies in his community. In other words, his specific function was to establish contacts which would serve to coordinate the activities of one agency or group to that of another in the interest of a mutual goal. Each of the agencies with which the coordinator might have to deal was construed as an independent social system, operating within the context of a greater community system.

A third evaluation perspective was that a primary task of the coordinator was the determination, insofar as possible, of the unique contribution which each of the relevant agency systems could make to a particular program objective. From an evaluation standpoint, this would involve a check to see if the coordinator had a thorough knowledge of the purposes, goals, and resources of each agency.

A fourth specific evaluation approach agreed upon was the determination of whether or not the coordinator had succeeded in bringing about a convergence of interest among those agencies he perceived as capable of making a possible contribution to a program. The idea in mind here was that the coordinator must convince the members of each separate action agency that their interests were convergent and could be brought together in the interest of a concerted program. The strategy for evaluating the efforts of the coordinator was to check to see if the coordinator had approached two or more key people in each agency for informal talks to present the goals and advantages of the concerted action sought. His further success was judged on the basis of whether or not his contacts had been willing to serve as "legitimizers" of the program in their respective agencies and in the community at large. At this point, it was necessary for the evaluators to be cognizant of the fact that failures to gain support were not always the results of effort on the part of the coordinator. The members of each agency system obviously all had some kind of past experience with action programs. Their reactions to a new proposal could therefore be expected to reflect their experience (good or bad) with the actors in other agencies and with the proposed client population.

Another specific evaluation procedure decided upon was a check to see if the coordinator had taken steps to initiate action after legitimizing a program. As part of the initiation of action, the coordinator had to think the problem through carefully and set definite goals. Also, it was considered necessary to check to see if certain personnel and facilities needed were recruited or provided. In his planning the coordinator should give evidence of not losing sight of the fact that the final "test" was the improvement of the people for whom the services were planned. The initiation of action on a program might involve overcoming obstacles within the informal and formal structures of the client system itself, such as resistance to the new. The coordinator was to be evaluated on whether or not he had anticipated this problem.

The final check of the effectiveness of a CSTE coordinator considered of major importance was his own evaluation of his efforts. Once the action was carried out, did he appraise and review the job? Such an evaluation should have told him whether or not to continue efforts of this type as well as give an indication of how well his job was performed.

This brief review should provide the reader of this report with both the general and the specific perspectives from which the evaluation of the St. Francis County, Arkansas Concerted Services in Training and Education program was made.

Methodological Procedures for the Evaluation

The procedures for the evaluation study were carefully planned. A full-time observer was stationed in St. Francis County for eleven months and several consultants also took part in the evaluation. The steps followed in the evaluation procedures are outlined below.

1. An extensive socioeconomic profile was prepared for St. Francis County at the beginning and end of the evaluation period. This procedure was designed to show changes occurring in the county during the period of the CSTE program.

2. Questionnaires were prepared and administered to four sample populations: community influentials and agency directors, graduates of training programs in the area, trainees enrolled in training programs, and control group made up of area residents.

Each group represented a different problem in sampling as follows: Community influentials and agency directors were broken into three subgroups: (a) agency or program director; (b) elected city and county officials; and (c) community influentials or knowledgeables. Eleven Negroes and forty-three Caucasians were interviewed in this group. The positional and reputational procedures were followed to select these leaders.[2]

Graduates of training programs were selected at random from the records of their schools. Some 101 of these were interviewed regarding their opinions, feelings and occupational mobility. Also, their personal social characteristics were determined.

Eighty students enrolled in Trade Extension or MDTA classes during the month of April 1968 were interviewed, using essentially the same questionnaire as for graduates.

Files of the local ESD office were utilized for the purpose of drawing a sample of persons who had not received training. Only applicants who had contacted the ESD office within the previous six months were selected. Some 74 such individuals were interviewed.

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[2] Alvin L. Bertrand, Basic Sociology: An Introduction to Theory and Method. New York: Appleton, Century Crofts, 1967, pp. 204-205.

3. The preparation of extensive reports derived from interviews, discussions, personal diaries, etc. The local observer was well-trained in research techniques and served in the capacity of a participant observer. During his stay in St. Francis County he was able to establish rapport with key individuals and thus was able to gain insights not ordinarily possible. He kept detailed records of his findings, which were reviewed by the evaluation team.

4. The preparation of the evaluation report is the last procedural step of the evaluation.

Format of Evaluation Report

The format for the report which follows is designed to expedite review. Each objective of the CSTE program is treated separately, and the work contributing to the objective is identified, and presented in outline form. In each instance a brief commentary is given to place the appraisal in its broader perspective. The final chapter in this report presents the overall conclusions of the evaluation team.

For a full understanding of the following report, it is necessary to remind the reader of two facts. First, the local program of CSTE was carried out by a special county coordinator, whose main duty was to serve as liaison person in coordinating the activities of various agencies and groups in implementing the objectives of CSTE. Thus, the great burden of responsibility for the program was delegated to one person. Second, the evaluation of the program was conducted over the better part of a year and the details of evidence gathering was done by a member of the evaluation team stationed in St. Francis County. Through this procedure, it was possible to obtain, assess and appraise subjective as well as objective data in the interest of the evaluation report.

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE ONE

The first objective of the CSTE project, as conceived by the Rural Development Committee Task Force, was to:

> Develop general operational patterns for concentrating all of the available, emerging and necessary agencies and resources of the occupational education problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the three (pilot) communities.

This objective presented a special type of problem for evaluation, since it necessarily involved subjective judgments on the part of the evaluators. It was construed that the goal in mind was the establishment of a liaison between the various government agencies in the community interested in health, education and welfare programs and between the local, state, and Federal government branches of these agencies. Table IV was prepared to show the various agencies and organizations related to CSTE. The evaluation procedure was thus to determine whether or not the CSTE coordinator had succeeded in increasing the resources for various programs and at the same time involve more of the community residents in programs.

Findings of the Evaluation Team

The evaluation team's findings are outlined below:

1. The coordinator of CSTE made numerous contacts with the administrators of various federal programs (including cabinet level officials) in Washington in order to facilitate: the direct dissemination

of strategic information to program directors of federal and state agencies in the county; the approval of proposals submitted by local agencies and their subsequent funding; his knowledge of guidelines relevant to new or expanded program developments.

2. The coordinator of CSTE acted as an advisor to some 23 committees and agencies in the local community (such as the Public Housing Authority, Manpower Development and Training Committees, Technical Action Panels, Cooperative Area Manpower Planning System, and the Office of Economic Opportunity) on many occasions. His role of advisor was earned primarily as a result of his: having an expertise with regard to federal assistance programs, ability to write project proposals, knowledge of prospective and potential clients for various agencies.

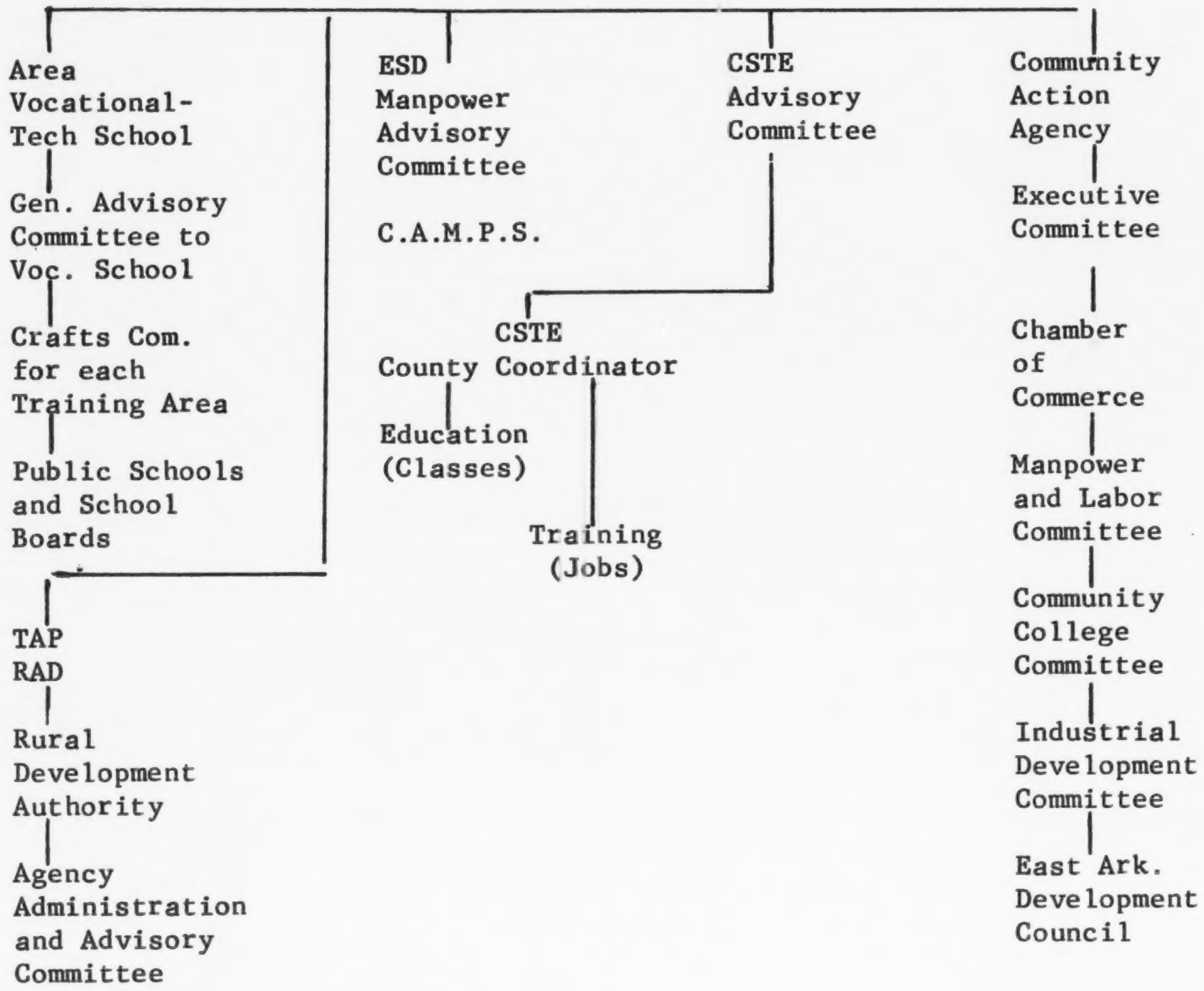
3. The coordinator served as an assistant to the administrators of various types of programs in the following ways: by serving in a public relations capacity before representatives of industries seeking sites for plant locations, by doing actual field work on various programs when agency personnel were not available.

Relevant Operational Procedures

The coordinator followed several operating procedures in directing his efforts toward the achievement of the first objective of the CSTE program. These procedures are evident in the following account of his activities. Understandably, names and identifying services are not given.

TABLE IV

COMMITTEES, ORGANIZATIONS AND INSTITUTIONS FUNCTIONING AS PART OF OR SUPPORTING ACTIVITIES OF CONCERTED SERVICES IN TRAINING AND EDUCATION, ST. FRANCIS COUNTY, ARKANSAS


Area Vocational-Tech School
Gen. Advisory Committee to Voc. School
Crafts Com. for each Training Area
Public Schools and School Boards
TAP RAD
Rural Development Authority
Agency Administration and Advisory Committee
ESD Manpower Advisory Committee
C.A.M.P.S.
CSTE Advisory Committee
CSTE County Coordinator
Education (Classes)
Training (Jobs)
Community Action Agency
Executive Committee
Chamber of Commerce
Manpower and Labor Committee
Community College Committee
Industrial Development Committee
East Ark. Development Council

Procedures relating to finding no. 1. The coordinator's assistance with federal programs is shown in the following example. Early in his career the coordinator of the St. Francis program became aware that federal funds were available to provide services not available in the county. He contacted several community influentials individually and explained to them the services which could be financed. Fortunately, he received their promise of support. He then prepared a list of persons who would be personally or professionally interested in such services in the community and invited them to meet and discuss the proposal. The letter of invitation was over the signature and on the stationery of a prominent county official. The coordinator felt that the official sanction of a community leader would lend validation to the proposed program. He also briefed the county official so thoroughly that the latter was able to chair the meeting. The meeting was well attended, and those present expressed a willingness to work together to obtain funds for the service in St. Francis County. The CSTE coordinator volunteered to work with the group in writing the proposal.

Had the CSTE program not been in the county, it is doubtful that this particular service would have been obtained. By way of review, the coordinator's steps included:

1. Contact of community influentials to get support for the service.

2. Selection of a date for meeting of community representatives and the arrangement for a meeting site.

3. Drafting of an appropriate letter of invitation to the meeting.

4. Arrangement for a county official to officially sponsor the action.

5. Volunteering to assist community leaders and other interested persons in preparing application for the service.

It is important to note the covert participation of the coordinator in the development of this service. In his words, "With the exception of two or three people, everyone thought this idea was (the official's) with Concerted Services coming in at the end to offer support."

Procedures relating to finding no. 2. The role of advisor which the coordinator played came about through the following procedures. In the implementation of a Smaller Communities Survey, mentioned in detail in connection with Objective Three, the coordinator collected and made available considerable background data on manpower resources in St. Francis County. He thus became known as a person who could contribute expert knowledge needed in connection with many programs. This led to his being invited to participate in many committees and panels, such as the Manpower Development and Training Committee, the Technical Action Panel, the Cooperative Area Manpower System Committee, and the Community Action Panel. As pointed out in the first section of this chapter, he eventually served as advisor to some twenty-three committees or agencies.

Procedures relating to finding no. 3. The procedures by which the coordinator came to serve as an assistant to administrators of programs is illustrated in the following account. After the opening of a vocational-technical school in the county, it was deemed necessary to do some public relations work so that potential students would know about the school. There was need for more help of this type than was available through the local school. The coordinator of CSTE became aware of this need and made himself available to the director of the vocational-technical school. He was subsequently used in various roles.

One role which the coordinator was asked to perform was that of student recruiter. He personally recruited for the vocational-technical school by making presentations at the Neighborhood Service Centers. On at least two occasions he delivered graduation addresses to classes at the school. In one instance, recorded by the evaluator in residence, an official of the school came into the CSTE office and requested that the coordinator deliver an address that night to a group of high school seniors. The coordinator immediately consented and later commented that he was frequently called upon at the last minute to make presentations to groups. He stated, "Give me thirty seconds and I can make a talk. Sometimes I don't have the thirty seconds."

Evaluation Commentary

The conclusion of the evaluation team was that Objective One of the program had been met rather efficiently. In St. Francis County it was obvious from participating in meetings that prior to the arrival of

CSTE the various agencies were not coordinating their activities to the best advantage, nor were they obtaining all funds for which they were eligible. Perhaps the greatest service of the coordinator was as a liaison agent to the various departments and agencies in the Federal government. Local agency people often were either not aware of resources available to them or did not have the expertise to apply successfully for these resources. A survey of local community leaders and agency directors provided evidence that the coordinator of CSTE served well both as a source of information and expertise. It can be seen in Table V that the coordinator projected an image of accomplishment in several ways. An overwhelming majority of the community leaders interviewed readily acknowledged his help in specific ways. This is especially significant since approximately one-third of these individuals were from neighboring counties. In this regard his knowledge of the various agencies in the community helped him serve the whole community as a public relations officer. One observation which has relevance for CSTE needs to be made at this point. The coordinator of the St. Francis County program had the advantage of a direct pipeline to Washington. It is questionable whether or not such a situation will obtain in other counties. For this reason, the St. Francis experiment may have worked better than might be generally expected.

TABLE V

LOCAL COMMUNITY INFLUENTIALS RESPONSES TO THE QUESTION, "WHAT IMPACT HAS CSTE HAD ON YOUR PROGRAM, ACTIVITY, OR AGENCY?"*

	Number Responding	
Activity	Some Impact	No Impact
Started new program	49	7
Established new committees	49	7
Put me in contact with other agencies	51	5
Provided useful information	54	2

*Community Leaders and Agency Directors were interviewed. The former were selected according to position held such as elected officials or by their local reputation of high esteem, such as bank officials or newspaper editors.

Source: Questionnaires administered by evaluation team

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE TWO

The second objective of the CSTE project was directed toward:

> Identify existing and potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

Findings of the Evaluation Team

The investigation of the evaluation team disclosed the following efforts of the CSTE coordinator which had relevance for the above objective:

1. The coordinator developed a full acquaintance with all federal programs relating to occupational and educational programs within the county, including those available to adults as well as youths. Toward this end he attended a non-credit course on the funding of government programs offered at a local university.

2. The coordinator had contacted all industries and other potential employers in the county to determine the availability of employment opportunities.

3. The coordinator made several trips to Little Rock and Washington to work on employment and educational projects.

4. The coordinator worked with state and local officials to implement the building and opening of a vocational training school in St. Francis County. In addition, he helped locate a building and find equipment for an OEO school in a neighboring county.

5. The coordinator succeeded in creating an awareness of employment and training opportunities by informing agency directors of other programs available to their clients.

6. The coordinator first inspired and then assisted in the development of a central information source for employment opportunities (an outreach station for the ESD office) within a neighboring county.

Relevant Operational Procedures

Since most of the operational procedures of CSTE were designed to meet more than one specific objective, there may be some repetition in the illustrations given in this report. Nevertheless, it was considered important to relate the particular activity of the coordinator with the specific accomplishments listed above.

Procedures relating to finding no. 1. With reference to the first finding listed under Objective Two, the operational procedures of the CSTE office involved several activities.

1. The coordinator contacted the Arkansas Industrial Development Commission to learn about all assistance available to local communities from this body. He prepared a brochure, providing complete demographic information for several counties, for distribution to prospective developers of industrial plants.

2. The coordinator attended all federal training programs designed to acquaint individuals with the program and purposes of various federal legislation, and thus became familiar with the guidelines for obtaining funds for local programs.

3. As mentioned above, the coordinator also voluntarily attended a non-credit course at a nearby university dealing with the funding of programs. Thus, it is apparent how the coordinator became valuable to the local people.

Procedures relating to finding no. 2: The second finding listed was the result of the coordinator working with and through the local Employment Security Division Office. In one case he contacted a local industry and determined their future need for electronics specialists. He then worked with the administrators of the ESD to set up training programs to prepare local persons for these positions. This procedure was repeated in a number of other instances.

Procedures relating to finding no. 3. The operational procedures for the third finding are self-evident. Local programs frequently cannot get going until clearances of one type or another are worked out at the state and federal level. The coordinator helped provide these clearances. (This will be discussed further in a later part of this report where the development of Adult Basic Education Courses are described.)

Procedures relating to finding no. 4. With regard to the fourth finding, the coordinator played a vital role in getting the physical plant ready for the vocational-technical school. To accomplish this, he located equipment, almost single-handedly set up trade extension training programs, and provided temporary office space for the director of the new vocational program. He repeated most of these activities in the development of an OEO school in a neighboring county.

Procedures relating to finding no. 5. The fifth finding was the result of the coordinator spending much time reporting to committees and groups, such as CAMPS, MDTA, Manpower Committee, and OEO Advisory Committee. In each of the groups he worked with, the coordinator stressed the employment opportunities in the county. (See Table V)

Procedures relating to finding no. 6. The sixth and final finding was listed as a result of the study of the coordinator's work on what was called an ESD outreach station. The station developed in the following manner. The Forrest City Employment Security Division (ESD) office encompasses Cross, Lee, St. Francis, Phillips, and Monroe Counties. Since the office was located in Forrest City, St. Francis County, persons wishing to utilize the services of the ESD office had to go there. As a consequence, the ESD services were used by St. Francis County residents more than by residents of other counties served. One result was that hiring units located outside of Forrest City tended not to contact the ESD office for employees. For example, an employer in the city of Wynne desiring employees from that city did not usually contact the ESD office in Forrest City. The coordinator set up meetings of representatives of ESD, OEO and CSTE in which plans were worked out so that an outreach station was set up in Cross County for processing employment applications and filling hiring orders. During the first week of operation, twenty-eight "hiring orders" were placed with this outreach station by hiring units located in Cross County.

The significance of the role of CSTE is not fully revealed unless one understands that no concerted action of this type had occurred prior to the initiation of the project. The coordinator of CSTE unquestionably brought together agencies and resources in a meaningful way.

Evaluation Commentary

Again, it was concluded by the evaluation team that the coordinator of CSTE in St. Francis County had achieved the stated objective. Members of the evaluation team were much impressed with the success the coordinator had achieved in increasing employment opportunities in his area. During his tenure, total employment in the county increased by 3.4 percent, despite a drop in agricultural employment of 20 percent. In this respect, it may be noted that his services were more important in the sense of training people for jobs already available. In other words he succeeded in helping bring about a closer match of skills with opportunities.

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE THREE

The third objective of CSTE was to:

> Develop ways in which these rural communities can provide educational guidance, and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic educational skills, improving general conditions of health and correcting physical conditions, improving appearance and personal characteristics, providing vocational counseling, developing occupational competency.

This objective appears to overlap Objective Two to a considerable extent. However, it was interpreted by the evaluation team that the intent was to focus on programs to increase educational skills and general conditions of health and welfare. In Objective Two the focus of attention was more on occupational skills. The evaluation team studied the efforts made by the coordinator to raise levels of education and health very carefully. The following activities were considered of sufficient importance to list. No duplication of operational procedures is given although, as mentioned before, several activities had relevance for more than one objective.

Findings of the Evaluation Team

1. The coordinator worked with the principals of several schools in the county with the district school superintendents to improve the existing adult basic education program. He was successful in convincing these school administrators of the worth of such an expanded program and was instrumental in having additional facilities and personnel allocated to this purpose.

2. The coordinator, through a community survey sponsored by the ESD office, determined the names of county residents in need of particular types of health services and made these names available to county health officials. The county officials increased their contact and service files in this manner.

3. The coordinator assisted in improving health and welfare in the county in an indirect manner by: (a) acquainting the officials of educational programs with health facilities available to their students and clients, (b) helping to develop programs for training paramedical personnel such as nurses aides and licensed practical nurses.

4. The coordinator was instrumental in the addition of job orientation sessions to several educational programs. These sessions were designed to treat such topics as "appearance and personal characteristics," in order to improve the student's employability.

5. The coordinator worked with the directors of the various programs related to adult basic education (MDTA, ESD, OEO, and Crowley's Ridge Vocational-Technical School) to develop skills beyond vocational training. This was accomplished by arranging for additional hours of instruction each day, through use of adult basic education funds.

Relevant Operational Procedures

Procedures relating to finding no. 1. The first finding of the evaluation team with respect to Objective Three relates to adult basic education. The CSTE coordinator discovered that the greatest difficulty in developing Adult Basic Education classes was recruitment, i.e., convincing people that they were in need of such training. In places where ABE classes were operational, the coordinator was able to help increase enrollment by making presentations to various community groups and stressing the need for an eighth grade education in today's labor market. The coordinator also promoted ABE in manpower projects by having included in these programs the entrance requirement of an eighth grade equivalency. Furthermore, he was instrumental in having students in these programs be given time for ABE courses.

In schools not having an ABE program, the CSTE coordinator talked with superintendents about establishing such classes. The coordinator also conducted or assisted in conducting surveys to establish a need for such programs. The coordinator acted as liaison between local school officials and ABE officials on the state level to help in the establishment of programs. He also aided in locating instructors, particularly in the linked programs, but instructors were not a major problem.

There probably would be ABE classes in St. Francis County without the involvement of the CSTE coordinator, but the coordinator facilitated development of these programs and the activities of CSTE definitely contributed to increased enrollments.

It should be noted that ABE classes in the county were all offered on a racially integrated basis; however, de facto segregation existed. Practically all of the enrollees in the "conventional" or school operated ABE courses were Negro. The ABE coupled programs, those operated in connection with a manpower training program, were more successful in attracting students from both races, apparently because these programs were accompanied by a monetary grant or stipend. The latter can also be attributed to CSTE related effort.

The magnitude of the change in ABE programs is reflected in the dramatic enrollment changes. Total participation in all ABE classes increased from 183 students in 1965-66 to 576 in 1967-68. Three hundred ten students received or were receiving some form of ABE on September 30, 1968, the first month of the academic year. Of the 1,564 students enrolled during the three year period, only 813 received training in what can be considered "conventional" ABE classes. A total of 751 persons received some form of Adult Basic Education through other programs (General Education Development, MDTA, Title III-B, Title V and NYC). This indicates the service of CSTE in bringing Adult Basic Education to many segments of the community, hitherto overlooked. Evidence of the improvement made by ABE trainees is contained in the following letter to Edgar Henderson from an official of the Crowley's Ridge Vocational-Technical School, dated September 22, 1967:

> Enclosed is a graph of the results of the Metropolitan Achievement Test administered to welding students. Only the result of tests completed by students each of the three times were used.
>
> The following descriptive information may aid in understanding the results:
>
> 1. Thirty men started the class but only eighteen completed the course.
> 2. Of the twelve who dropped out, only two failed to obtain a better job.
> 3. Two men did not take the first test.
> 4. Averages are misleading because 8:00 grade level was the maximum level. Several men had above 8:00 which means that on a different type measuring device, a more realistic picture would be presented.

Definite progress was made in the field of math, arithmetic problem solving, and concepts.

	Equivalency in School Years						
	a	b	c	d	e	f	g
Test 2/15/67	3.5	3.3	3.1	4.2	2.8	4.8	4.7
Test 6/8/67	4.0	3.6	3.4	4.2	3.4	6.0	5.2
Test 9/14/67	4.0	3.6	3.7	4.0	4.2	6.0	6.2

a=work knowledge
b=work discrimination
c=reading
d=spelling
e=language
f=arithmetic computation
g=arithmetic problem solving and concepts

Procedures relating to findings no. 2 and 3. The second and third findings under Objective Three may be illustrated together, since they both apply to health improvement goals.

One of the major contributions of CSTE in the area of health services was the development of classes for licensed practical nurses under the Manpower Development and Training Act (MDTA). The CSTE coordinator visited hospitals and clinics in the county to ascertain the need for classes, cooperated with the ESD office in the development of courses, and assisted in locating training facilities and instructional material. Twenty-two Licensed practical nurses were trained in five classes during the period between February 1965 and October 1968.

A second health related activity of the coordinator was his assistance in developing neighborhood service centers from which an Office of Economic Opportunity health nurse works.

A third operation of CSTE aided in health work in that the ESEA health officer and the public health nurse utilized the Smaller Communities Survey records obtained by CSTE to develop contact files.

Obviously, the CSTE office had both a direct and indirect influence on the development of health services in St. Francis County. The reputation the CSTE coordinator developed among health personnel is well illustrated by a statement made by a St. Francis County health official in response to the question, "What is the function of CSTE?" She responded, "If they are part of this development of training programs, we need them." She was then asked, "What makes you think this is their function?" She replied, "Well, we didn't have them (the programs) before CSTE."

Procedures relating to findings no. 4 and 5. The last two findings under Objective Three are simply notations of specific activities of the CSTE office. Through the coordinator's influence with administrators and teachers in the ABE programs, he was able to get content and procedures added to courses which served to increase the employability of students. Here the important point is that the coordinator had developed the confidence of school officials in his knowledge and ability. Without this confidence, they would not have made the changes which he suggested.

Evaluation Commentary

It is obvious that Objective Three is a broad one. As a matter of fact, almost any activity initiated under the auspices of the CSTE office could well be treated under this objective. However, if attention is directed specifically to educational and health objectives, it is clear that goals of this type were achieved. In fact, the amount of local publicity derived from these efforts indicate that local interest was both aroused and fostered. For example, although it would be difficult to know exactly how many clients were assisted from the welfare department, the following numbers of welfare clients, enrolled in training and education programs which CSTE had a role in initiating, is indicative of CSTE's contribution to welfare in the community.

Title III-B:	5 of 137 participants were welfare clients (three county area).
Family Planning Clinic:	141 of 221 participants were welfare clients.
MDTA:	Of 80 enrollees from December 1967, one was welfare client.
Emergency Food and Medical Service Program:	Of 510 families handled since program implemented in May 1968, 16 of the families were welfare families averaging 5.8 members each (three county area).
ABE:	Approximately 57 percent of cumulative total of 1,254 or 714 of participants were welfare clients.

Consumer education, budgeting, sewing and homemaking classes are available to welfare clients in conjunction with CAA Neighborhood Service Centers and Extension Service.

The evaluators, while acknowledging the work accomplished, felt that more could have been done in connection with the family planning clinics and the Emergency Food and Medical Service Program. Apparently part of this unmet need related to the difficulty of establishing liaison with welfare officials.

2

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE FOUR

Objective Four of the program was to:

> Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

This objective relates closely to those which have preceded it. Nevertheless, an effort was made by the evaluation team to relate the endeavors of the coordinator specifically to economic betterment. Admittedly, data of this type are difficult to defend. Nevertheless, the increased economic activities and development within the local area listed below, can be related at least partially to efforts traceable to the CSTE program.

Findings of the Evaluation Team

1. The coordinator assisted in the development of an OEO, Title III-B program for seasonal farm workers. Forty participants completed this program. The annual income of these forty individuals prior to their training had been $49,000.00. Their projected annual income on the basis of jobs after completion of the course was $124,590.00. This represented an increase in income of some $85,000.00. Of course, this increase must be interpreted in light of the cost of the program.

2. The coordinator of CSTE devoted considerable effort to increasing the number of trade-extension classes in his area. During 1968 the number of such classes in St. Francis County increased from 17 to 48 and the number of students taking these classes jumped from 266 to 881. Each of the students in these classes (running the gamut from

"pilots ground school" to "office occupations") is rightfully expecting an increase in pay.

3. The coordinator of CSTE worked effectively with school officials to increase the number of enrollees in Adult Basic Education classes. The success of these efforts is shown by the fact that enrollment increased from 183 students in the 1965-66 academic year to 576 students in the 1967-68 academic year.

4. The coordinator of CSTE worked with public housing officials at several levels (local, state, and federal) in an effort to develop attractive housing for the increased number of employees resulting from programs serving to attract business and industry. It was estimated by housing officials that some 200 new housing units will be constructed or be under construction by the end of the 1969 fiscal year.

Relevant Operational Procedures

Procedures relating to finding no. 1. The first finding listed above shows the nature of the possible economic implications of such programs as CSTE. For this reason, a rather extended account of the coordinator's operational procedures related to this finding is given.

Title III-B (Economic Opportunity Act of 1964) is a program designed to train seasonally employed agricultural employees, displaced farm day laborers, and other unemployed agricultural workers. One objective of Title III-B is to raise the educational level of trainees to at least an eighth grade level--Adult Basic Education (ABE). These students are simultaneously enrolled in industrial arts training (prevocational) so that they may be placed in permanent jobs or be transferred into MDTA training or vocational schools in fields of their interest. Funds are available through Title III-B for the provision of services to meet both objectives with the ultimate aim of permanent employment. Participants receive a stipend of $30.00 per week, plus $5.00 for each dependent child, with a maximum payment of $40.00 allowable. Any person may attend on a non-stipend basis so long as openings in the schools are available.

After consultation with Title III-B program officials, the CSTE coordinator suggested "coupling" or "linking" Title III-B programs with other local programs. Specifically he suggested that the State Department of Education, Division of Adult Basic Education, fund the ABE segment of the Title III-B program and couple this with the pre-vocational training funded through Title III-B. This coupling had not previously occurred in Arkansas. Title III-B had always funded both segments of the program. Furthermore, the coordinator recommended that vocational programs be developed and scheduled in such a fashion that training slots could be reserved for selected Title III-B trainees so that the trainees could move from ABE and pre-vocational training to vocational training.

As the development of the above type programs progressed, the coordinator was involved in various ways. He went to Little Rock to gather information from ESD labor analysts on phasing the trainees from ABE and pre-vocational training to possible skills training under MDTA. He attended meetings of organizations and committees to gain support and cooperation for the developing program. He entered into several conversations with CAA and vocational school representatives concerning such matters as curriculum, cost, equipment and facilities. He worked in cooperation with ESD personnel to select recruits from the names identified in the Farm Survey (made under the auspices of the U.S.D.A.) and Small Communities Survey (made by the Arkansas State Department of Labor). He established direct contact with officials of the OEO Migrant Farm Section, Washington, D. C., in order to facilitate proposal approval. Because the training center did not have adequate toilet facilities, the coordinator even traveled with an official of the vocational school to the Surplus Property Depot in Little Rock to locate plumbing fixtures.

An insight into the details of the CSTE coordinator's efforts is supplied by this incident. The Title III-B school opened in September, 1967. The salaries of Title III-B teachers were to be paid by the State Department of Education, Division of Adult Basic Education (ABE). However, funds for ABE had not been appropriated to the state for the 1966-67 academic year and the teachers, as a result, were not paid for over a month. CAA officials contacted the coordinator for his assistance. He met with local CAA, ESD, and Neighborhood Youth Corps officials in Little Rock to present the situation to state ABE leaders. At the suggestion of the coordinator and in cooperation with local CAA leaders, the National Title III-B office was contacted and permission granted to pay the instructors from Title III-B funds. The Title III-B funds were reimbursed when ABE money was made available. The following letter is an example of the contribution made by CSTE program:

November 8, 1967

Adult Basic Education
State Department of Education
Little Rock, Arkansas

Dear Mr. __________:

I have a problem with one of the programs in operation in the Concerted Services in Training and Education Project. As you know, the Concerted Services pilot project was organized on an area basis to include Cross and Lee Counties in addition to St. Francis County on August 29, 1967. These three counties are involved in a project to retrain displaced farm workers under the sponsorship of the Community Action agency. This operation takes a multi-agency approach as many of our attempts in the project have taken.

Phase I - 2 months of Adult Basic Education

Phase II - 5 months of Adult Basic Education and Pre-Vocational Education. This pre-vocational training will be equivalent to an industrial arts course.

Phase III - Based on evaluation of trainees during this entire seven months, referrals will be made to MDTA, Vocational School, On-the-Job Training and employment. Those who have not reached this level will be referred back to Adult Basic Education and Pre-Vocational Education.

This project is coupled and linked in many ways. We are now involved in Phase I and will enter Phase II on November 18, 1967. Proposals for MDTA, OJT and Vocational School are being submitted to carry out Phase III. Our problem is, while Title III-B (OEO Act) is paying training allowance, rentals, counselors, etc., the Adult Basic Education teachers have not been able to receive any salary payments since the beginning of the project (September 11, 1967). In addition to this expense, we are unable to make payment on supplies that have been ordered and received. I am familiar with the problems that have taken place in the states receiving their ABE allocations, but this explanation does not seem to satisfy the teaching staff.

I would like to ask that if there is any way at all that this problem can be solved, we would certainly appreciate your consideration. I might add that Dr. Williamson of the University of Arkansas, who is serving as consultant, has visited this project and reports that generally he is pleased. Of course, suggestions were made that we feel will strengthen this operation as it continues to progress.

Thank you for your consideration of this problem

(signed) Ed Henderson, Coordinator, Concerted Services Project
George Gaskin, President, Community Action Agency

At various times the coordinator was involved in the selection of Title III-B trainees for the slots reserved for them in the MDTA classes. He also assisted in locating places of employment for the Title III-B program enrollees. In addition he acted as liaison between officials of the Title III-B school and the Lee County Technical Action Panel in an attempt to secure students from that county. All in all the Title III-B program success owed much to CSTE.

Procedures relating to finding no. 2. The second finding relates to trade extension types of programs. These programs are designed to upgrade, update, and retrain those persons already possessing a given skill. It can be said unequivocally that the proliferation of trade extension courses in St. Francis County is directly related to the existence of CSTE. Only two courses had been offered in the county prior to CSTE. One informant felt that "people had a general idea of what was available and what to do but were afraid to act because it had never been done in this county before." The two courses offered prior to fiscal year 1967 were developed in Hughes by a schoolteacher without the assistance of CSTE.

The coordinator of CSTE was convinced that upgrading an employee would result in promotion and create a position for someone where a position had not existed previously. He, therefore, contacted local industries and ascertained the needs of their employees in terms of upgrading, which could be met through trade extension courses.

The next move of the coordinator was to present to the State Department of Education officials in Little Rock his plans for trade extension courses in St. Francis County. These officials indicated that if a need were shown and facilities provided, funds would be made available to pay the staff. Having located funds for staff and having shown a need, the coordinator next set out to locate classroom facilities and equipment for the courses. He contacted officials of schools in the area and discussed utilization of their facilities for night trade extension courses. Initially the question was raised by school officials as to who would defray the cost of water, electricity, and service upkeep on machines used. The coordinator satisfied such officials with explanations that trade extension courses were to be offered in the public interest.

The full effort and the ingenuity of the coordinator in developing trade extension courses,are illustrated by the home economics courses developed and offered in St. Francis County. Holiday Inns of America were in the process of opening a facility in Forrest City. The coordinator contacted managers of several motels in the area and other facilities using professional housekeepers and was able to show a need for two classes in "Commercial Housekeeping." He then contacted State Department of Education officials who requested the Division of Home Economics to provide staff. Eighty-one persons were trained in the areas of commercial housekeeping and food services in a year's time. As a result of this effort and the other work of the CSTE coordinator and his staff, trade extension courses are now an established part of training and education in St. Francis County. The recognition of this CSTE effort is shown by the comment of the industrial relations manager of a local plant. In an interview he commented on the involvement of the coordinator in the development of trade extension courses in the area:

> He has been instrumental in the typing school. This is the first time I've ever seen a program do something immediately. Many of our employees have attended for upgrading purposes. The local school system just doesn't do the job.

A further example of the work of the CSTE coordinator in development of trade extension classes is that, as a result of his initiative classes relating to electronics were offered to approximately 300 trainees in order to meet the employment needs of a local television manufacturer.

Procedures relating to finding no. 3. The third finding under Objective Four relates to the Adult Basic Education program. Since the involvement of CSTE in this program was discussed in detail in connection with findings relating to Objective Three, no elaboration is given here. The importance of this program for employment opportunities is, of course, self-evident.

Procedures relating to finding no. 4. The fourth finding under Objective Four, relates to the work of the CSTE coordinator in improving the housing available for employees. The need, in this connection, is highlighted by the Smaller Communities Survey of 1965, which indicated that of 572 people reporting from Forrest City, 172 did not have water piped into their homes. Of 571 indicating nature of sewage disposal, 211 did not have an indoor toilet. In St. Francis County 1,465 out of 2,237 respondents surveyed did not have indoor toilets.

In May 1966, the coordinator traveled to Little Rock to meet with state and regional housing officials for the purpose of collecting information on housing programs available to St. Francis County. He spoke to the State Housing Committee and to regional representatives of the Office of Public Housing Agency and Farmers Home Administration. As a result of this trip, various state organizations concerned with housing promised to develop city-county committees that would work toward filling gaps as related to housing for low income families in St. Francis County.

In March 1967, the Forrest City Public Housing Authority appointed an executive director. The coordinator briefed the new executive on past and current programs and promised to cooperate in any way possible in the future. In the ensuing nine months, the CSTE office continued to supply general information and statistics, as well as names and addresses of persons who might be of assistance in the development of Public Housing facilities in Forrest City. The coordinator did not continue to attend the meetings of the Forrest City Public Housing Authority but did work with the director in the collection of data necessary for proposals, applications, and briefs.

Evaluation Commentary

The evidence available leaves little question that economic benefits were derived from the CSTE project. The consensus among the evaluation team was that a greater benefit of this type was derived than could well have been expected. It is certain that many will feel this was the core of the CSTE effort. However, the evaluators did not propose to lose sight of the fact that the derivative influences of higher levels of living, such as might be related to better housing, go far beyond mere economic benefits. There is also a real question as to whether or not more such benefits could have been derived under a different or more vigorous approach.*

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*Editor's Note: Just prior to printing, information was received which appears to support the contention that CSTE is having a positive impact upon industrial development. Appendix D reports data on employment levels in major industries located in one pilot and one control county.

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE FIVE

The fifth objective set forth for the CSTE program was to:

> Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

Obviously this objective is subjective in nature. It is most difficult to find valid indicators of changes in leadership, individual dignity, and community awareness. With this in mind, the evaluators attempted to discover data and operational procedures which might be related to Objective Five.

Findings of the Evaluation Team

It was decided the following findings had relevance for the purpose in mind:

1. The coordinator of CSTE had worked with the ESD office to establish what became known as the "Farmer General" program under MDTA. The purpose of this program was to improve the knowledge of local farmers relative to technical developments and to help them gain pride in their occupational endeavors. Forty farmers participated in this program.

2. The coordinator worked with representatives of local farmer cooperatives in the interest of establishing classes for the managers and directors of these co-ops. Teachers from the University of Arkansas were invited to serve as instructors. In this way indigenous leadership was developed for these organizations.

3. As mentioned above, it is difficult to determine "improvements" in an individual, other than by economic measures. However, all of those participating in educational programs strengthened by CSTE related efforts were judged to have increased their leadership capacity.

Relevant Operational Procedures

Procedures relating to finding no. 1. The first finding under Objective Five is perhaps one type of activity which had not been anticipated for the CSTE program coordinator. However, it indicates the scope which such a program can have, with just a little imagination. The notion of establishing "Farmer General" classes came about in the following manner.

In their various discussions, the coordinator of CSTE and the administrator of ESD concluded that there was a need for helping the farmers of the county upgrade their farming skills and practices. They followed up this idea by ascertaining that MDTA classes for farmers could be established, and that the Local Cooperative Extension Service agents would help in the recruitment of students. Their arguments to these persons and others was that the proper agri-industrial balance so desperately needed in the delta of Arkansas required training programs related not only to industry but also to agriculture. Eventually two classes, each with an enrollment of twenty farmers, were established. The instructors for these classes were recruited from the University of Arkansas through the efforts of local cooperative extension agents.

The success of the "Farmer General" classes was attested to by a local representative of the U.S.D.A. He noted the two MDTA "Farmer General" classes were examples of helping more people become involved in conservation. He also pointed out that before the low income farmers were enrolled in these classes, only about 40 percent of them had basic soil conservation plans on their farms. Before graduation all of the trainees had made conservation plans. Those who already had plans revised them to coincide with the new farm program planned by the trainees and their instructor. The trainees applied soil and water conservation measures at a faster rate than before receiving the training. However, farm income did not increase accordingly. A poor growing season plus a slight recession defeated possible gains.

Procedures relating to finding no. 2. The second finding related to Objective Five was also a rather unique activity for the CSTE coordinator. It can best be explained by indicating some background information.

The Vegetable Co-op, as it was called in St. Francis County, was developed under the auspices of the Farmers Home Administration. It later came to depend primarily on the Community Action Agency (CAA) for assistance, advice, and aid but other agencies were still involved. The Co-op, in May 1968, had approximately 400 members. All members were from small family operated farms (100 acres or less) and the vast majority of them were nonwhite (90 percent). One county official in close contact with the Co-op had this to say regarding the members:

> For the most part this is their first membership in a highly structured group. None of them had ever been members of a co-op before and none of the officials had experience. By and large they are lower class by any definition; many well below the $3,000 income line. They are not working extremely well together in that some conflict exists but even conflict is an accomplishment when nothing existed before. This is due to lack of experienced officials. As soon as they realize that much can be accomplished within such an organization and gain a few social skills the conflict will tone down.

Each community co-op was composed of 9-15 members. The CAA planned to offer to board members a two-day workshop in co-op management. It was felt this would go a long way in the development of leadership and management skills. The coordinator of CSTE was continually involved in the affairs of the co-ops and became aware of their plans for leadership and management training. At this point he was invited by the East Arkansas Cooperative Association to assist in developing a class for farm co-op managers. He accepted the invitation and assisted co-op members in the selection of a training committee and the development of a five-area curriculum in which it was felt training was needed. An official of the Arkansas Agriculture Extension Service attended several of the co-op's meetings and, in cooperation with him, the coordinator located instructors and training facilities.

The help and influence of the CSTE coordinator was widely recognized by local farmers. One Negro farm owner and official of a community co-op commented:

> He (the coordinator) helped us with a board members and managers program for the vegetable and gin co-op. The co-op training program is new. He helped by getting people in the state to come in and instruct us on how to operate a more effective co-op.

This program is still in the development stages. The contribution of the CSTE coordinator is apparent in the following letter in which the coordinator successfully elicited the cooperation of an area committee not previously involved in the activity.

September 17, 1968

NEARK District TAP
Forrest City, Arkansas

Dear ___________:

In reference to the District TAP Executive Committee meeting, held in Forrest City on September 12, 1968, on Determining Need for Cooperatives Among Small Farmers and in which we discussed a proposed training program for Cooperatives Boards of Directors and Managers, I would like to suggest and urge that NEARK District TAP undertake as a project the finalization and carrying out of this training.

As discussed in the District TAP meeting, it seems that the five training areas selected by a training committee composed of members of the East Arkansas Agriculture Co-Op Association and CSTE are the ones most urgently needed.

Mr. Learrie White, Arkansas Agriculture Extension Service, has worked with me on this; and I believe that he will be glad to work with the District TAP, as I will, in carrying out the training program.

I am enclosing an outline prepared by CSTE as to the proposed training, and as you can see there is very little left to do. A few minor changes may need to be made as to the training sites, rescheduling of instructors, and time. The instructors can be obtained from AES and the Southern Farmers Association.

I believe that this is a good opportunity for NEARK District TAP to become a forerunner in sponsoring and establishing various training programs for cooperatives.

I believe that Mr. Leonard Carter as well as others would like to see this proposed training finalized and carried out as a District TAP project, and I would like to continue to offer you my fullest assistance and cooperation in any way that I may be of help--in this project or any other projects that the District TAP might have.

Sincerely yours,

Dwayne Couchman (signed)
Director

Procedures relating to finding no. 3. The last finding noted under Objective Five is obviously very general in nature. It was inspired by the fact that a number of case histories were available which showed the overall impact of the CSTE program.

The account below shows how the program was instrumental in the development of a potential community leader. The principal was a nonwhite father of three with a fourth grade education. He was 35 years old and lived in a shanty located on a cotton plantation. He applied at the ESD office for employment after the harvest of late 1967. He was placed in the MDTA welder combination training class. As a direct result of this training and the Adult Basic Education to which it was linked, this man whose maximum income until that time had been $1,200 per year, is presently employed as a welder. His earnings are approximately $7,000 per year, and he has moved to a five-room house in Forrest City. He remarked to the evaluator in residence:

> I guess I am able to put away about $50.00 per week. A lot of people like me are spending their money on new cars and junk like that, but I'm going to send my kids to college. I thought living (conditions) in the city would be better, but it ain't. The streets ain't paved. I'm going to get me some people and we gonna get this street paved.

Of 30 students enrolled in two sections of MDTA Welder-Combination classes, 18 found employment for which they otherwise would not have been qualified.

A second case history is typical of the benefits derived by individual trainees. This 30 year old male registered with the Smaller Communities Survey Program in the winter of 1966. He was married with six children and received an income of $1,500 per year from agricultural-type employment. At the time of the survey, his children ranged in age from five months to thirteen years. His education record showed that he had completed seven years in a rural school. The trainee was enrolled in the MDTA-RAR class for Combination Welding coupled with Adult Basic Education. The Metropolitan Test Battery was used early in the class to determine that his grade equivalency was only at the third grade nine months achievement level. This trainee successfully completed the training course in welding and his basic education achievement level increased to fourth grade nine months. The ESD office placed the trainee in employment as a combination welder in September, 1967 at a wage of $1.80 per hour. Prior to this training the trainee had worked at several construction jobs for short periods. His longest employment period was that of operator of farm equipment in the local area.

The survey conducted, provided evidence that students in training courses developed higher occupational aspiration levels. When asked, "What kind of work do you expect to be doing five years from now?", well over half (56.3 percent) of the graduates of training programs named a higher position than they presently held. By contrast, just over two-fifths (43.5 percent) of persons in the control group had such aspirations.

Evaluation Commentary

Despite the intangible nature of Objective Five, it was concluded that CSTE had a role in improving indigenous leadership and individual well-feeling in St. Francis County. Accomplishments of this nature will be more readily appraised in the long run, but indications are already in evidence in terms of the greater number of individuals participating in various occupational activities and community projects. There is also considerable evidence that the levels of living of many individuals have been improved. For one thing, as can be seen in Table VI, considerably more graduates of training programs subscribed to newspapers and magazines.

TABLE VI

INTERVIEW RESPONSES TO QUESTIONS RELATING TO USE OF NEWSPAPERS AND MAGAZINES

	Graduate of Training Program				Non-Graduate (Control Sample)			
	Yes		No		Yes		No	
Question	#	%	#	%	#	%	#	%
Do you read a newspaper regularly?	61	60.4	39	38.6	11	45.8	13	54.2
Do you read a magazine regularly?	56	56.4	44	43.6	10	41.7	14	58.3

FINDINGS AND CONCLUSIONS WITH RESPECT TO OBJECTIVE SIX

The final objective set forth by the Rural Development Task Force was:

> To determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and to make recommendations for necessary adjustments.

It is clear from what has been stated previously that the coordinator was well acquainted with the educational level of people of St. Francis County. It is also clear that he had some idea of what educational upgrading needed to be done in order to improve employment opportunities within the county. The evaluation team took cognizance of this fact, and were also aware of the fact that the coordinator had given much thought to ways of improving the CSTE program.

Findings of the Evaluation Team

1. The coordinator was able to link the activities of the Neighborhood Youth Corps Out-of-School program with those of the State Department of Education, Division of Adult Basic Education and thus to increase the funds available for educating high school dropouts.

2. The coordinator, through his effort mentioned before, was able to obtain additional funds so that vocational trainees could obtain training in general education beyond their vocational interests. This program was innovative insofar as the whole state of Arkansas was concerned, and received widespread attention.

3. The CSTE coordinator was able to help administrators of local school systems locate staff, develop curricula, and recruit students for vocational programs because of his widespread contacts.

4. The CSTE coordinator called the attention of the evaluators to possible ways of improving the CSTE program.

Relevant Operational Procedures

Procedures relating to finding no. 1. The problem of high school dropouts was an important one in St. Francis County. To illustrate, the number of twelfth grade students during the 1966-67 school term represented only 71 percent of the number enrolled in the tenth grade, and only 90 percent of the seniors graduated. The latter represented only 65 percent of the number in the tenth grade during the 1964-65 school year. The coordinator of CSTE became aware of the problem and set about attempting to provide dropouts with an opportunity for schooling. He learned that officials of the St. Francis and Cross Counties Community Action Agency (CAA) were in the process of acquiring data to use for application for a Neighborhood Youth Corps out-of-school program. The coordinator suggested they contact the State Department of Education to examine the possibility of the Division of Adult Basic Education providing the funds for the ABE segment of the NYC program. This contact was made with the coordinator acting as liaison between the CAA and ABE, Department of Education. The result of this contact was the beginning in October 1966 of an NYC out-of-school program involving funds from two agencies, CAA and ABE. The program encompassed Cross, Lee, St. [illegible]

Francis and Crittenden Counties. Through September 30, 1968, the cumulative enrollment in the NYC was 286. The results of the linkage suggested by the CSTE coordinator were as follows:

1. Permanent contact and communication was established between two agencies where contact had not previously existed.

2. Greater efficiency in the expenditure of funds was achieved in that a smaller grant was required to operationalize the NYC program, thereby providing funds for additional NYC programs in other areas of the state.

The success of the linkage was indicated by the fact that NYC and ABE grantees in other counties were instructed by officials on the state level to develop a linkage of the type developed in St. Francis County by the CSTE coordinator.

It should also be pointed out that the CSTE program indirectly assisted NYC programs by aiding in the establishment of the Neighborhood Service Centers which refer students to the NYC programs.

Procedures relating to finding no. 2. The second finding treated above represented a truly innovative operational procedure. The effort stemmed from a concern of the coordinator of CSTE for the disadvantaged to obtain as broad an educational experience as possible. An opportunity to express his views was presented in a meeting with representatives of industry and labor. This meeting was to determine the needs of the local labor market and the labor proficiency requirements of industry. Later, in a meeting with a county leader in vocational education, the coordinator suggested ways to utilize Title II-B (Economic Opportunity Act of 1964) and the Basic Education Program for upgrading the trainees with only a sixth grade equivalency to eighth grade ability during the course of a proposed welding class. The coordinator and a local OEO official subsequently contacted officials of the State Department of Education, Division of Adult Basic Education, about using Title II-B funds in conjunction with the welding class. Full cooperation in the coördination was given. The coordinator later cooperated in the development of a curriculum for the basic education classes to be taught in connection with the welding class.

The coordinator worked with numerous individuals regarding the coupled program in order to locate equipment, review the program for changes that might be necessary and generally to make certain the structure of the curriculum was satisfactory to meet both the needs of the community and the program guidelines.

In discussing the program with officials of the State Department of Education, the coordinator learned that the ABE funds were considerably less than had been anticipated and there was a danger ABE training would be terminated in the entire state. Realizing the impact such a cutback would have on the coupled programs in St. Francis County, the coordinator stressed the importance of these programs for the community. It was suggested that a priority be placed on ABE coupled projects because of the cross funding advantages. This suggestion was accepted, and as a result of the intervention of the CSTE coordinator, ABE funds were not stopped in St. Francis County, as they were elsewhere in the state.

On February 6, 1966, the welding class began and ran for 32 weeks. During the course of the program the coordinator conferred with ESD officials and the class instructors to gain experience in the amount of progress a student could make in a given number hours of ABE.

Were it not for the CSTE coordinator, this linkage probably would not have developed. At no time in Arkansas had there been a program to take the unemployed or underemployed, functionally illiterate, unskilled individual and provide him with both basic education and vocational training. The original idea was that of the coordinator. Through the efforts of the CSTE coordinator, in cooperation with other agencies, thirty persons enrolled in two coupled MDTA-ABE classes. Eighteen completed the program and found employment as a result of the training.

Procedures relating to finding no. 3. Finding number three under Objective Six has already been illustrated numerous times in preceding discussions. The coordinator worked with many school officials in the various ways mentioned. Since the CSTE coordinator was a permanent member of the Manpower Development Training Act (MDTA) Manpower Committee, he served on the development committee of several MDTA training programs. In this capacity he was of service in helping locate training facilities, equipment, instructors, and in the recruitment of students.

The primary role of the coordinator relative to Crowley's Ridge Vocational Technical School is evidenced by the comment of a school official. He stated:

> Whenever I need to know something I just pick up the phone and call Ed. If I need information on funds or qualifications he can call Washington. If I need information about something, he is the first person I call.

The last finding listed for Objective VI is drawn from the material included in the concluding chapter of this report. No elaboration is given here, for that reason.

Evaluation Commentary

The relatively low educational and occupational levels in St. Francis County lead the evaluation team to the conclusion that community development problems were in large part traceable to these phenomena. Thus, care was taken to determine whether or not CSTE efforts had been directed toward improving educational opportunities and broadening the occupational perspectives of local employables. The findings reported above suggest that the CSTE coordinator had considerable success in endeavors of this type. In fact, in some ways efforts of this type may be considered the heart of the CSTE program.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

After careful review of all available evidence and in light of the testimony of local persons, the members of the evaluation team for the CSTE pilot project in St. Francis County, Arkansas concluded that this program has proved worthwhile. The facts, presented in the body of this report, as well as the enthusiasm of agency administrators and program clients within the county and state amply support this conclusion.

The above statement should not be construed to mean that the evaluators could not see ways in which the program might have been improved. It would indeed be unusual if an innovative pilot project approached perfection in its initial stages of operation. In fact, the interviews made with 101 training program graduates indicate that in some instances individuals had been prepared for jobs not available locally. In other instances, although jobs were available, the income from such jobs did not represent an improvement in the trainee's level of living. With regard to the latter, a level of living index was constructed on the basis of responses to nine questions. These questions were asked of the 101 graduates interviewed and of a control group of 24 individuals. These questions were:

Does your home have electricity?
Is water piped into your home?
Is hot water piped to tap?
Do you have a refrigerator?
Do you have a telephone?
Do you have an automobile?

Is your automobile less than four years old?
Do you have a radio in working order?
Do you have a TV in working order?

For each positive response the individual was given a score of one. A level of living index was developed for each respondent by totalling his score for the nine items. The distribution of scores for the 101 training program graduates and 24 respondents in the control group is found in Table VII.

TABLE VII

COMPARISON OF PROGRAM GRADUATES AND CONTROL GROUP ON BASIS OF LEVEL OF LIVING INDEX

Score	Group			
	Control		Graduate	
	#	%	#	%
0	0	0.0	0	0.0
1	0	0.0	1	1.0
2	1	4.2	0	0.0
3	3	12.5	2	2.0
4	0	0.0	7	6.9
5	1	4.2	15	14.9
6	3	12.5	21	20.8
7	5	20.8	17	16.8
8	8	33.3	18	17.8
9	3	12.5	20	19.8
Total	24	100.0	101	100.0

Chi Square = 16.8800 df = 9 Significance Level = N.S.

Individually, many program graduates have been able to improve their level of living but collectively it is obvious that the standard of living of graduates does not differ greatly from that of the control group. (The latter were drawn randomly from the files of the local Employment Security Office.)

Cognizance should be made of the fact that the hourly income of the present or last job held by program graduates does not differ significantly from that of the control group. This information is contained in Table VIII.

TABLE VIII

COMPARISON OF PROGRAM GRADUATES AND CONTROL GROUP ON BASIS OF HOURLY INCOME

Income Per Hour	Group			
	Control		Graduate	
	#	%	#	%
No Response	3	14.3	18	22.2
$1.00 or less	4	19.0	11	13.6
$1.00 to $1.49	2	9.5	13	16.0
$1.50 to $1.99	7	33.3	22	27.2
$2.00 to $2.49	2	9.5	10	12.3
$2.50 to $2.99	3	14.3	5	6.2
Over $3.00	0	0.0	2	2.5
Total	21	99.9	81	100.0

Chi Square = 3.5864   df = 6   Significance Level = N.S.

It is obvious that on the basis of a level of living index or income per hour, program graduates do not differ significantly from a control group.

Also analysis of responses to attitude questions indicate program graduates were not motivated more than members of the control group. All respondents were asked: "Suppose you were offered a job with a chance to make twice as much as you have ever made. Would you take the job if it meant:"

1. You would have to work at night instead of the daytime?
2. You would have to leave your friends in this community?

3. You would have to give up your spare time?
4. You would have to work harder than you do now?
5. You would have to be away from the family for some time?
6. You would have to keep quiet about your religious views?
7. Your family would have to move around the country a lot?

Responses to these questions are contained in Table IX.

TABLE IX

COMPARISONS OF RESPONSES OF GRADUATES AND CONTROL GROUP TO ATTITUDE QUESTIONS

Question No.	Group											
	Control						Graduates					
	No		Other		Yes		No		Other		Yes	
	#	%	#	%	#	%	#	%	#	%	#	%
1	5	20.8	2	8.3	17	70.8	15	14.9	14	13.9	72	71.3
2	7	29.2	2	8.3	15	62.5	15	14.9	17	16.8	69	68.3
3	5	20.8	2	8.3	17	70.8	17	16.8	11	10.9	73	72.3
4	5	20.8	2	8.3	17	70.8	12	12.0	12	12.0	76	76.0
5	13	54.2	4	16.7	7	29.2	42	41.6	16	15.8	43	42.6
6	13	54.2	2	8.3	9	37.5	46	45.5	13	12.9	42	41.6
7	12	50.0	4	16.7	8	33.3	16	59.4	12	11.9	29	28.7

In no instance were responses by members of the control and graduate groups to the above questions statistically significant in their difference. The conclusion cannot be avoided that training programs, and therefore the CSTE program, were deficient in two areas:

1. Program graduates as a group were unable to improve their level of living as measured by the level of living index of their earnings per hour. It is relevant to note also that training per se did not significantly increase the graduate's chances of finding employment.

Specifically, 20.8% of the control group indicated they were unemployed but seeking work while 14.3% of the graduates interviewed were so categorized.

It is the feeling of the evaluation team that the fact that program graduates did not significantly improve their socioeconomic status as compared to non-graduates is related to several factors:

a. The CSTE coordinator assisted greatly in the development of the OEO Title III-B school. While results of this program were highly significant, no student had graduated prior to completion of the interviews. In other words, no graduates of this apparently highly successful program were interviewed.

b. The benefits of several programs assisted by CSTE cannot be measured in dollars and cents. Participants in Adult Basic Education programs and Neighborhood Youth Corps classes, Manpower Development and Training Act classes (such as Farmer General) and County Health Department programs (such as Family Planning Clinics) gained benefits of a non-economic nature.

c. An economic recession prior to and continuing through the period of evaluation of the CSTE program resulted in the unemployment of a number of program graduates. Over a short run this may have affected their level of living scores.

While these are reasons for the lack of economic progress on the part of program graduates as a group, the possibility of lack of foresight on the part of program directors and the CSTE coordinator in terms of gearing programs to labor market needs cannot be dismissed, although the evaluators encountered no instance in which this was the case.

2. On the basis of responses to attitude questions previously listed, it would appear that program graduates were not greatly motivated occupationally as a result of participation in training programs.

A similar situation exists, with one exception, in the analysis of the trainee and control groups. Only to the following question was there a significant difference in responses: "Suppose you were offered a job with a chance to make twice as much as you have ever made. Would you take the job if it meant you would have to keep quiet about your religious views?" The distribution of responses was as follows:

	No		Other		Yes	
	#	%	#	%	#	%
Trainee	22	44.9	2	4.1	25	51.0
Control	40	50.0	20	25.0	20	25.0

The chi square value of 13.8593 was significant at less than the .01 level.

Eighty trainees were interviewed at the beginning of their respective training programs. Fifty-seven were retested at the conclusion of the various programs. It is evident from Table X that in no instance was there a significant change in responses to the seven questions related to motivation, that is, to make sacrifices in order to double their income. It would thus appear that the training programs assisted by the CSTE coordinator were unable to greatly motivate program participants.

The evaluation study leaves no doubt that the goals envisioned by the planners of the CSTE project were, to a great extent, realized despite the limitations previously mentioned. Thus, there appears ample

TABLE X

LONGITUDINAL COMPARISON OF TRAINEE RESPONSES TO ATTITUDE QUESTIONS

Ques. No.	Testing Sequence											
	Pre-Training						Post Training					
	No		Other		Yes		No		Other		Yes	
	#	%	#	%	#	%	#	%	#	%	#	%
1	26	32.5	9	11.25	45	56.25	18	31.6	2	3.5	37	64.9
2	18	22.5	16	20.0	46	57.5	17	29.8	8	14.0	32	56.2
3	20	25.0	16	20.0	44	55.0	10	17.5	9	15.8	38	66.7
4	13	16.25	11	13.75	56	70.0	5	8.8	2	3.5	50	87.7
5	37	46.25	15	18.75	28	35.0	34	59.7	8	14.0	15	26.3
6	40	50.00	20	25.0	20	25.0	31	55.4	6	10.7	19	33.9
7	45	56.25	15	18.75	20	25.0	39	68.4	4	7.0	14	24.6

justification in the St. Francis County experiment for recommending the expansion of CSTE to other areas. The suggestions which follow are made in the interest of increasing the efficiency of any future CSTE programs which may be planned.

Recommendations

Several procedures and/or policies followed in the St. Francis County experiment seemed to be especially worth noting. These are indicated below as recommendations for future programs.

1. Image and identity. The findings of the evaluation made indicated that most local residents remained relatively unaware of the existance of the CSTE as a formal program. Very few "men on the street" had heard of the program and most asked, "Is this another of those government poverty programs?" Some persons had heard of the program, but

knew little about its operation. This group also tended to have a negative image of CSTE.

As far as the evaluators could determine, only those persons who had been directly affected by CSTE held a highly positive attitude towards it. The latter included those trained under the various programs as well as the administrators of programs.

The research done by the evaluation team included the interview of 56 community, agency and elected leaders in St. Francis, Cross, and Lee Counties. Responses to several of the questions asked of these persons are shown below.

What effect has Concerted Services had upon:

(1) Increasing basic educational skills of people in the area? Responses: 10 greatly helped; 14 helped; 1 little effect; 1 no effect; 30 don't know.

(2) Improving general conditions of health? Responses: 7 greatly helped; 10 helped; 4 little effect; 4 no effect; 30 don't know.

(3) Providing vocational counseling? Responses: 15 greatly helped; 9 helped; 1 little effect; 1 no effect; 30 don't know.

(4) Developing occupational competency? Responses: 15 greatly helped; 8 helped; 2 little effect; 2 no effect; 29 don't know.

(5) Increasing employment opportunities? Responses: 12 greatly helped; 7 helped; 5 little effect; 2 no effect; 30 don't know.

(6) Increasing community awareness and local involvement? Responses: 11 greatly helped; 9 helped; 2 little effect; 1 no effect; 30 don't know.

(7) Stimulating indigenous local leadership? Responses: 9 greatly helped; 10 helped; 5 little effect; 2 no effect; 30 don't know.

At least 52 percent of the leaders responded "don't know," to the above questions. However, of those indicating knowledge of the activities of the coordinator, no less than 68 percent responded favorably.

The question arises, in view of the above, as to whether or not a CSTE program should seek widespread recognition in a given community. The evaluators can see both advantages and disadvantages. No doubt widespread publicity could be useful, but too much of an identity might invite problems by attracting a public in search of the wrong type assistance. It might also hamper activities of the coordinator by cutting in on his time. The recommendation of the evaluation team is that CSTE efforts continue to hold its contacts at the administrative level of various agencies and other action programs. However, at this level, greater information should be made available concerning the involvement of the CSTE program in the development of other programs. Nineteen (28.4%) of the fifty-six community influentials and agency directors interviewed expressed the feeling that the CSTE program claimed leadership for projects other organizations started. Opinions of this type might be avoided given greater availability of information concerning the CSTE program. Also, in this way CSTE would not get caught up in local "petty" politics, nor would it be subject to a great amount of interference by "professional" welfare seekers.

2. Organizational autonomy. A second recommendation of the evaluation team is that the CSTE program be set up so as to retain organizational autonomy. By this, it is meant that the program should remain outside the "power" sphere of any given agency or program. This recommendation is made in light of numerous discussions with agency personnel, directors, community leaders and influentials, and community residents.

The gist of these discussions was that the major factor affecting the success of the CSTE program was its lack of allegiance to any one within the power structure of any given local agency or program. CSTE reports were to the program's task force on the state and national levels, without administrative involvement of any type at the local level. This point cannot be overstressed. If the CSTE concept of coordination is to work with any degree of success, there can be no accusation of greater involvement in any one program. In other words, good relations between CSTE and all other agencies must be maintained.

This point is reflected in the following statement by the coordinator:

> Coordination and training is set up and everything else is public relations. You're really limited because you can't say what you're thinking. There are just too many toes to step on. In this business the name of the game is public relations. If people thought we were administering a program we would be in trouble.

3. Preferential treatment. There was no doubt that the CSTE program in St. Francis County received preferential treatment by state and federal officials in such competitive areas as funding, project approval, and consultative services. This is not to say that St. Francis County received services not otherwise available to the other Arkansas counties, but when several counties including St. Francis were in competition for service, St. Francis County received the services at the expense of the other counties because of the pilot nature of the program. The following examples serve to illustrate this point.

When Adult Basic Education (ABE) funds were depleted in the state of Arkansas during the 1966-67 fiscal year, St. Francis County was the only county in the state to have its program continue uninterrupted. Sources in St. Francis County indicated this was due to the cross-funding nature of ABE classes and the intervention of the CSTE coordinator. One ABE official in Little Rock commented, however, that St. Francis County was one of those "concerted services" counties so we gave them preference. In a discussion with the coordinator regarding the difficulty the Title III-B school experienced in receiving its funds, he remarked: "If Washington had known Cross County was a concerted services county, there would have been no hold up of the funds." The point is again made by the coordinator with respect to the Smaller Communities Survey.

> We can't get it started until the team finishes in Phillips County. When we were on a pilot basis we could get something like this immediately but now that we're no longer considered a pilot effort, we have to wait our turn.

St. Francis County has made tremendous advances in the areas of training and education. These advances could not have moved as fast had not concessions been made to the CSTE program. Yet, the question remains, could overall results of a comparable nature have been achieved had funds and effort been spread over several counties. The feeling of the evaluation team is that the concentrated effort was more productive. It is also quite clear the CSTE program could not have produced as well without preferential treatment.

4. Race relations. The guidelines for all federal programs clearly forbid discrimination on the basis of race, religion, ethnic background, etc. Yet it is foolish to presume that problems of social distance do not exist or will not be a factor in the administration of programs. This is especially true where members of a minority group made up a substantial portion of the population to be served.

The evaluators of the St. Francis County program discovered that traditional patterns of race feelings persisted in St. Francis County. It is only honest to state the coordinator of CSTE had to deal with such attitudes on numerous occasions and that problems of this nature had to be overcome. In this regard it is commendable that enrollment in traditional Adult Basic Education classes was 99 percent Negro. Enrollment in Manpower Development and Training Act courses was at least 60 percent Negro, with the exception of "Licensed Practical Nurses" classes contained less than 25 percent Negroes due to educational requirements, i.e., tenth grade equivalency was required. In fact, there was no program with which CSTE was involved that did not enroll Negroes.

Before recommendations are made, it is worthwhile to cite the results of survey questions posed to 42 white programs and agency directors. Only a minority of these individuals expressed racist or negative attitudes toward Negroes. Yet, this is a minority which could pose problems. It is obvious that such individuals must be reoriented in their thinking. The cognitive makeup and personality of every individual with whom one works must be considered because of the possibility of alienating influentials and decision makers. To do so would render them uncooperative and useless to CSTE. In the final analysis, the coordinator structured his activities within the limits of his perceived feeling of the attitudes of those with whom he worked.

The above is the first recommendation of the evaluators. It is simply that CSTE program coordinators and others proceed in the spirit of federal guidelines but observe the pragmatic necessities engendered by the cultural traditions in local areas.

A second recommendation stems from what might be called a "back lash" to innovative procedures. In this regard, it was obvious that only a few whites enrolled in some CSTE programs, ostensibly because of the presence of Negroes. Because of this it is urged that all efforts be made to encourage needy whites to take equal advantage of programs. This, of course, implies some consideration of programs designed to change social distance feelings.

5. Low-income participants. The role of the CSTE coordinator was to coordinate the activities of the different agencies dealing in the area of training and education in such a fashion that all persons

including those engaged in agriculturally based employment could better share in the wealth of an affluent America. The coordinator was to deal primarily but not exclusively with low income groups. It was no surprise that the coordinator encountered problems in motivating low income individuals to desire to enter training programs or, once enrolled, to attend in such a fashion as to profit from the training. Estimates of the number of families in St. Francis County earning a gross income of less than $3,000 annually in 1960 range from 48 to 64 percent. Yet only a small fraction of this number were enrolled in CSTE aided programs.

Many scholars have addressed themselves to the development of ways and means to motivate low-income groups. Until now little success has been achieved. Nevertheless, it is still possible to recommend that as adequate a school system as possible be afforded by each rural area. In this light it is recommended that future CSTE programs be planned with the problem of recruiting low-income persons in mind. This problem is highlighted by "a belief system that barely keeps people alive perpetuates rather than eliminates poverty and the pervading sense of hopelessness."[3]

6. Selection of coordinator. The evaluators of the CSTE program in St. Francis County concluded that the coordinator played a key role in the success of the program. For this reason, recommendations relative to the selection of such officials are apropos. First, it seems a wise

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[3] Oscar Lewis, "The Culture of Poverty," Scientific American, Vol. 215, No. 4, October 1966, p. 21.

move to appoint a person who is known and respected locally. The advantages of this strategy were well put by an agency director, who was quizzed on this point. Speaking about CSTE, he said:

> It had a greater chance of success than if they had just walked in here. It would have taken someone six months to get the information out that we contacted in just a few meetings. Those that objected (to the program) were satisfied at the beginning and as a result didn't cause trouble later.

A second recommendation which appeared to have relevance in the selection of a coordinator, was that the selection decision be left to the local people. Respondents tended to give mixed responses to queries along this line, but left little doubt about the advantage of having a sense of involvement in the program. One informant put it this way:

> The community would have been just as cooperative regardless of who selected him, but it gave the community a better understanding (of the program) and a feeling of involvement by making the recommendations.

One final recommendation is in order with regard to the selection of the coordinator. This is that care should be taken to assure that the individual appointed has the proper "personality" for the job. This means that he not only has to have the respect and confidence of people in the community, but that he has to be able to exert influence in a diplomatic way. A banker outlined the reasons why the coordinator in St. Francis County was a suitable man for the job in this way.

> He was recognized in educational circles. He had been a coach and had worked with youth in class and on the playing field. He was widely respected and recognized as possessing good confidence. We felt he would make the proper effort to make a success of CSTE. We don't know that someone else

> couldn't have done it. I'm sure many could have; but he had all the charcteristics we were looking for and we felt certain if he would take it he would do a good job. He took it and has done an excellent job.

Overview of Evaluation

The preceding materials were designed to provide a detailed appraisal of the pilot CSTE project in St. Francis County, Arkansas. This project had been operational for a period of approximately three years when the evaluation was made. The evaluation was designed to answer basic questions relative to the program, in order to provide planners with information needed for decisions regarding continuance or expansion of the project. It is felt that information has been supplied which will provide answers to such questions as:

1. Are the objectives of the program realistic? Can they be achieved in light of resources in low-income counties?

2. Were the procedures followed in establishing the program appropriate?

3. Is the present organizational structure of the program satisfactory?

4. Were the methods utilized for achievement of program objectives successful?

5. Should the program be continued?

The evaluators have attempted to provide some of the answers to the above questions in their conclusions. In presenting their views, they remained aware of the fact that the objectives of CSTE were broad in scope and highly subjective in nature. In fact, some would say there was an utopian aspect to the goals set for the program. Nevertheless, in light of their findings, the evaluators could report a considerable degree of success. A review of major evaluation findings places this report in summary perspective and provides a fitting conclusion to the study made. The CSTE program objectives were achieved in St. Francis County because:

1. Community leaders were consulted prior to the involvement of the community in the CSTE program.

2. Vocational and educational programs developed in the county received preferential treatment from state and federal officials.

3. The coordinator's activities did not come to be defined as related to a highly specialized area.

4. The CSTE coordinator did not have an administrative tie-in with any one program or combination of programs.

5. The coordinator selected was a well qualified, highly respected local person.

A final observation may be made that it will be virtually impossible to duplicate the above conditions in every county in a state. Nevertheless, the benefits which are potentially derivable make an effort in this direction a worthwhile goal.

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APPENDIX A

CRITERIA FOR CSTE PILOT COUNTY SELECTION

1. Average per capita income is below the average for the state.
2. Educational attainment of the adult population is below average for the state.
3. Employment ratio is below the state average.
4. School dropout rate is above state average.
5. Occupational curriculums and opportunities for continuing education are not available.
6. Community health and recreational services are nonexistant or limited.
7. Housing and housing improvements are inadequate or substandard.
8. There is evidence of high dependence responsibility.
9. There is need for further development of civic consciousness and responsibilities through organized efforts.
10. Demonstrated willingness on the part of State and local agencies, officials and groups to cooperate in the development of a concerted services project.
11. Health practices, consciously or unconsciously, are not effectively contributing to the development of sound bodies and minds. Such health standard to be measured by military rejects, employment rejections, studies made.
12. In general, the people of the community desire to improve their social, educational, economic, religious and cultural status.

APPENDIX B

CSTE COORDINATOR: BIOGRAPHICAL DATA

Name: Marvin Edgar Henderson, Jr. (Ed)
Age: 42
Date of Birth: July 20, 1926
Marital Status: Married, two children
Church Affiliation: Methodist

EDUCATION:

Attended Brinkley, Arkansas, public schools eleven years

Graduated from Columbia Military Academy, Columbia, Tenn., 1944

B.S.E. degree from the University of Arkansas, 1949, with a major in Physical Education and minor in Biological Sciences.

M.A. degree from Memphis State University, 1960, with a major in Public School Administration and minor in Curriculum Development

EXPERIENCE:

Coaching:

Sixteen years at Forrest City High School as head basketball coach and assistant football coach

Teaching:

Biology and Physical Education

Other:

Director of Forrest City summer recreation program eight years

Served three years at Cedar Valley Boy Scout Camp as Waterfront Director, Program Director and Camp Director

Past President, St. Francis County Teachers Association

First Vice-President of Arkansas High School Coaches Association

COMMUNITY ACTIVITIES:

Boy Scout Master
Commissioner of Forrest City Little League eight years
Past member of Lions Club and Junior Chamber of Commerce
Sunday school teacher fifteen years
Member of Board of Stewards of First Methodist Church
Served as Chairman of Board of Stewards one year

APPENDIX C

CSTE COORDINATOR: BIOGRAPHICAL DATA

Name: Dwayne Neal Couchman
Age: 35
Date of Birth: August 1, 1933
Marital Status: Married, two children

EDUCATION:

Osceola High School, Osceola, Arkansas, 1960

Hendrix College, Conway Arkansas

Arkansas Polytechnic College, Russellville, Arkansas
Received B.S., January, 1955

University of Mississippi, Oxford Mississippi
Graduate Work, Summer, 1962

EXPERIENCE:

East Central Arkansas Economic Opportunity Corporation
Program Coordinator, June 1966 - December 1967

Forrest City Special School District No. 7, 1958-1966

Two years U.S. Army Quartermaster, 1956-1958
Honorable discharge

Forrest City Special School District No. 7, 1955-1956

COMMUNITY ACTIVITIES:

Classroom Teachers Association
Science Teachers Association
Vice-President of Classroom Teachers Association
Chairman Legal Service and Historical Committee of Classroom Teachers Association
Vice-President of County Teachers Association
Program Chairman of County Teachers Association

Presently serving on Board of Directors at Forrest Hills Methodist Church
Church Lay Leader
Chairman of Official Board
Chairman of Stewardship and Finance
Chairman of Building Committee
Church School Superintendent

APPENDIX D

INDUSTRIAL DEVELOPMENT: REPORT ON FOUR MAJOR INDUSTRIES IN EACH OF TWO RURAL COUNTIES*

St. Francis County**

	June 1968	June 1969	Change	Percent Change
Warwick Electronics	1,616	2,456	+ 840	
Airtherm	119	177	+ 58	
General Industry	441	464	+ 23	
Eaton Yale & Towne	602	650	+ 48	
	2,778	3,747	969	34.8

Monroe County**

Stoddard Mfg. Company	73	113	+ 40	
Van Heusen	337	311	- 26	
Wagner Electric	195	241	+ 46	
Farrell Cooper	38	42	+ 4	
	643	707	+ 64	9.9

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*Industries in St. Francis cooperate in CSTE project, employing many of its trainees. There is no CSTE program in Monroe County.

**Data compiled by CSTE Coordinator, June 30, 1969.

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ELIZABETH G. UTERMOHLEN, B.S.	Adult Education
P. S. VIVEKANANTHAN, M.S. & M.A.	Psychology
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